

## CHAPTER 10

### THE FEDERAL EMERGENCY MANAGEMENT AGENCY AND THE FEDERAL RESPONSE PLAN

See references (a), (f), (g), (l), and (0000).

#### A. FEDERAL EMERGENCY MANAGEMENT AGENCY

1. Background. FEMA was created in 1978 to provide a single point of accountability for all Federal emergency preparedness mitigation and response activities. Under the direction of the President, the mission of FEMA is to plan for and coordinate the protection of the civilian population and resources of the Nation. Among FEMA programs are disaster relief, earthquake and hurricane preparedness, flood insurance, fire administration, radiological emergency preparedness, and civil defense. The Department of Defense's primary interests, in conjunction with FEMA, are the Federal Response Plan and civil defense and mobilization responsibilities. The FRP is FEMA's primary vehicle for response to natural and technological disasters and civil emergencies. The Department of Defense supports the provisions of the FRP in accordance with this Manual.

2. Organization. The National Headquarters of FEMA is located in Washington, DC. As noted in Figure 10-1, the ten FEMA Regions are superimposed over the Forces Command Continental Army structure. A directory of the regions is noted in Figure 10-3. Each FEMA Region has a Regional Director responsible for initially organizing and providing financial and other support for emergency operations within their designated AOR.

3. Legal Authorities. Although FEMA relies upon many emergency legal authorities, it operates under two major legal provisions.

a. Robert T. Stafford Disaster Relief and Emergency Assistance Act (reference (f)). Through this act, the President is granted broad authority to respond with financial assistance when an emergency is declared. By delegation, FEMA is authorized to provide disaster assistance to State and local governments following Presidentially declared emergencies and major disasters.

b. The Federal Civil Defense Act of 1950 (reference (f)). This act vests authority in the President to enhance National security in the United States by promoting civil defense for the protection of life and property from attacks and from the effects of natural disasters. The President has delegated to the Director of FEMA responsibility for preparing National plans and programs for civil defense, delegating appropriate civil defense

responsibilities to Departments and Agencies of the Federal Government and States, and developing civil defense communications and warning systems for the nation. FEMA also supports the civil defense program by providing materials, facilities, financial contributions, dissemination of public information and training, and other assistance to the States.

## B. FEDERAL RESPONSE PLAN (FRP)

1. Scope. The FRP written under the Stafford Act of 1988 (**reference (f)**), applies to all U.S. States, territories, and possessions. The plan describes the administration of the Federal Government's role in providing immediate action to save lives and mitigate great property damage (response activities) in support of State and local governments. Along with the Department of Defense, other Federal Agencies and the American National Red Cross provide support under the full implementation of this plan. It groups the types of assistance anticipated during a disaster or civil emergency into 12 functional areas and assigns a lead agency and several support agencies for each one. The Department of Defense is assigned as the lead Federal Agency for Emergency Support Function 3 - Public Works and Engineering (for which USACE is the DoD lead agency for planning and response) and a support agency for the other 11 functions. In this supporting role, the Department of Defense is often asked to provide support to other Federal Agencies in the form of **personnel, equipment, transportation, and other services**.

### 2. Execution

a. General. The Federal Government provides assistance under the overall direction of a Federal Coordinating Officer (**FCO**). The Department of Defense provides a Defense Coordinating Officer (**DCO**) to serve as the **FCO's** point of contact for military assistance. A Presidential Declaration allows FEMA to activate a part or all of the response structure and emergency support functions and task other Federal Agencies to provide support. FEMA requests military support through **DOMS**, the DoD action agent for MSCA. The Assistant Secretary of the Army (**IL&E**) traditionally provides Executive Agent oversight to the Director of Military Support.

b. Emergency Support Functions (ESF). ESF assignments are depicted in Figure 10-2. ESFS are functional groupings of the most likely response activities needed for a coordinated response to various related incidents. These functional areas of response are established to facilitate the provision of Federal assistance during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public health and safety. The ESFS represent those types of Federal assistance that the State **will** most likely need because of the overwhelming impact of a major disaster on its own

resources and response capabilities, or because of the specialized or unique nature of the assistance required. The ESF missions are designed to supplement State and local response efforts. Based on the requirements of the emergency, FEMA will notify Federal Departments and Agencies regarding the need for activation of one or more of the ESFS. At the disaster site, each ESF lead agency coordinates with its State functional counterparts receiving and verifying support requests. Response operations are conducted only after the verified requests are approved for action by the FCO and SCO (unless stipulated otherwise by the State). When needed, the ESF lead agency will coordinate locally with its support Agencies for additional assistance and, as required, seek assistance from its regional and national headquarters.

### 3. Organization

a. Catastrophic Disaster Response Group (CDRG). The CDRG is a high-level National group of representatives from the Federal Departments and Agencies covered by the FRP, which is convened by FEMA in the event of an emergency. The CDRG meets on an "as needed" basis and primarily functions as an arbitrator for resource and policy issues requiring attention at the National level. Its members, including DoD representatives (the Director of Military Support and USACE), have access to the policy makers in their respective parent organizations to facilitate decisions on problems and policy issues.

b. Emergency Support Team (EST). The EST is an interagency group comprised of representatives from each of the primary agencies operating from FEMA Headquarters (usually the Emergency Information Coordination Center), which oversees the National-level response support effort. The EST coordinates activities with the ESF primary and support agencies to support Federal response requirements in the disaster field office. The EST also provides administrative, logistical, situation assessment, and operational support to the CDRG. As required, the Department of Defense is represented on the EST by a member of the DOMS staff and the USACE Headquarters.

c. The Federal Coordinating Officer (FCO). The FCO, or his or her designated representative, is the focal point for DoD liaison with FEMA during a disaster. The FCO is the FEMA Directors' personal coordinator of all Federal support actions in a disaster area. Operating from the Disaster Field Office (DFO) in or near the designated disaster area, the FCO is the senior Federal official appointed in accordance with the Stafford Act (reference (f)) to coordinate overall Federal response and recovery activities. Although the FCO is not a commander in the strictest sense of the word, he or she is the closest counterpart to a military commander in the disaster relief hierarchy. The FCO coordinates the Federal relief effort in the designated

disaster area, works with the State Coordinating Officer (SCO) to determine State requirements, and coordinates issues with the CDRG that require a National-level response. Further, the FCO is responsible for lateral coordination and support between ESF participants as well as integrating the support of agencies who are not part of the FRP.

d. Defense Coordinating Officer (DCO). The DCO is the DoD on-scene representative who coordinates MSCA requirements with the Federal Coordinating Officer, or his or her designated representative. Appointed and trained by the CONUSAS, the DCO validates MSCA requirements requested by the FCO, passing MSCA requirements back to their CINCs, a Joint Task Force, or to the CONUSAS to fill.

e. Emergency Response Team - Advance (ERT-A). The ERT-A is a team that is composed of key FEMA staff and lead agency representatives who are advance-deployed by the FEMA Regional Director responsible for the affected State. The ERT-A is deployed to the State EOC and affected area for the purpose of establishing communications, assessing the impact of the situation, collecting damage information, and setting up response operations in the Disaster Field Office.

f. The Emergency Response Team (ERT). The main ERT is an interagency team, consisting of the lead representative from each Federal Department or Agency assigned primary responsibility for an ESF and key members of the FCO's staff. The ERT is formed to assist the FCO in carrying out coordination responsibilities. The ERT provides a forum for coordinating the overall Federal response, reporting on the conduct of specific operations, exchanging information, and resolving issues related to ESF and other response requirements. ERT members respond to and meet as requested by the FCO. ERT membership may be expanded by the FCO to include designated representatives of other Federal Departments and Agencies, as needed.

g. Regional Operation Center (ROC). The ROC is the temporary operations facility that is activated for immediate response operations, as a point of contact for the State or other Federal Agencies and the EST, and for the coordination of Federal response and recovery activities. The DoD representative at the ROC is the EPLO. The ROC is usually located at one of the 10 FEMA regional offices and is led by the FEMA Regional Director or Deputy Director in collection of damage information until the Disaster Field Office (DFO) becomes operational. From that time forward, the ROC performs a support role for the Federal staff at the disaster scene.

h. Disaster Field Office (DFO). The DFO is the office established in or near the designated disaster area to support Federal and State response and recovery operations. The DFO

i. State Emergency Operations Center (SEOC). The State EOC (or local county EOC, where appropriate) is usually where the SCO and staff are initially located. Coordination of operations may shift to the State Emergency Operations Center upon arrival of the ERT-A at that location.

4. DoD Support to the Federal Response Plan. As described in Chapter 2, Concept of Operations, the Department of Defense provides MSCA through a Combatant Command as the operating agency. The Department of Defense provides support to the FRP in two specific areas.

a. ESF # 3, Public Works and Engineering. The DoD Executive Agent is responsible to provide Public Works and Engineering support to assist the State(s) in needs related to lifesaving or life protecting following a major or catastrophic disaster. The USACE represents the Executive Agent through DOMS. This support includes technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, emergency repair of water supply, wastewater and solid waste facilities, and real estate support for the stated purposes. In addition, under its own authority, the USACE provides specialized engineering and construction technical support in preparing for and responding to floods under amendments to the Flood Control Act, 33 U.S.C. 701n(a) (reference (r)). Other areas of support include responding to oil and other hazardous material spills and other civil emergencies. An organizational structure of divisions and districts drawn along the geographical lines of river basin boundaries affords the Corps of Engineers an in-place field engineering and construction capability that can be readily used in emergency situations (Figure 10-4). Under ESF # 3, the USACE develops work priorities in cooperation with the SCO and the FCO and appoints an overall coordinator for all response and recovery activities at the DFO. The Corps furnishes a representative to the CDRG, the EST, and the ERT. Its crisis management team operates from the Corps Headquarters EOC in Washington, DC. Because of its unique qualifications, FEMA looks to the Department of Defense (U.S. Army Corps of Engineers) as the lead agency to provide public works and engineering support to the overall effort to assist the States in preservation of life and property. Activities within the scope of ESF # 3 include reconnaissance of and emergency clearance of debris from the damaged areas (route clearance) to allow passage of emergency personnel and equipment needed for lifesaving, health and safety purposes during the emergency's immediate response phase. It also includes temporary construction of emergency access routes such as streets, roads, bridges, ports, waterways, airfields, and other facilities necessary for passage of rescue personnel; debris clearance; provision of PRIME POWER; and emergency restoration of critical public services and facilities. This could include supplying potable water, temporary restoration of water supply systems, and

water for firefighting. Further, USACE may conduct emergency demolition or stabilization of damaged structures and facilities designated by State or local governments as immediate hazards to the public health and safety, lifesaving operations, technical assistance, and damage assessment (including structural inspections and support to other ESFS).

b. ESF # 9, Urban Search and Rescue (US&R) . Although FEMA is the lead Federal agency for this ESF, the Department of Defense is the principle support agency. Federal US&R assets will assist and augment State and local agencies with their US&R responsibilities . A catastrophic or major disaster or civil emergency may cause conditions that vary widely in scope, urgency, and degree of devastation (i.e. collapsed urban structures, multistory or high rise buildings) . Substantial **numbers** of persons could be in life-threatening situations requiring prompt rescue and medical care. Because the mortality rate dramatically increases beyond 72 hours, search and rescue must begin immediately. Rescue personnel will encounter extensive damage to buildings, roadways, public works, communications, and utilities. In the case of an earthquake, aftershocks , secondary events, and other effects such as fires, tsunami, landslides, flooding, and hazardous material releases, will compound rescue efforts and may threaten both survivors and rescue personnel. The nucleus of the US&R response system is the FEMA affiliation of 25 civilian US&R task forces. FEMA has developed US&R doctrine, and standardized civilian task force personnel, equipment, and training. Upon activation, these civilian task forces become Federal US&R assets. When authorized and directed by FEMA, the Department of Defense will support and conduct US&R operations to save lives in designated disaster areas. With support from the FEMA, civilian US&R task forces and other Federal Agencies, the Department of Defense will provide support to State and local US&R operations in three execution phases. These phases are (1) Notification, (2) Initial Response Actions, and (3) Continuing Actions.

(1) Notification. Upon notification that a disaster has struck requiring US&R, FEMA will alert the DOMS, its civilian US&R task forces, and the Department of Health and Human Services (U.S. Public Health Service). Civilian task forces, in turn, alert and assemble their members. DOMS will designate a supported CINC and issue warning and execute orders to all appropriate DoD Components.

(2) Initial Actions. FEMA National Headquarters, DOMS , and the Supported CINC will assess the situation. Based on this analysis, FEMA will determine the allocation of civilian task forces. FEMA then activates the civilian task forces and directs them to deploy. DOMS will evaluate alternatives and may direct the DoD Supported CINC or U.S. Transportation Command (USTRANSCOM) to move some civilian task forces by military air.

Other civilian task forces may move to the disaster area by their own transportation. The Supported CINC will deploy one or more tailored control detachments to support the overall civilian task force effort and conduct basic and light US&R. The composite civilian-military detachment(s) will consist of a number of Medium and Heavy Rescue Teams, Basic and Light Rescue Units, and service support. The Medium and Heavy Rescue Team is composed of FEMA-sponsored and-trained volunteer civilians. They are normally professionals (fire fighters, medical, engineers, canine search teams, etc. ) with some US&R equipment supported by a military liaison cell. The Basic and Light Rescue Unit is a military unit (and may be augmented with FEMA-sponsored civilian US&R specialists and USACE personnel) tasked to conduct basic and light US&R. The US&R Detachment is under the operational control of the FEMA ESF 9 cell at the DFO, which provides mission direction. When employed, the US&R teams usually work directly with city or county officials (Local Incident Commander) at the disaster scene. The Local Incident Commander directs the specific operations of the on scene US&R assets.

(3) Continuing Actions. The Local Incident Commander may provide the US&R companies with additional requirements or change the priority for support. The ESF 9 cell in the DFO coordinates through the DCO with the JTF to provide civilian and/or military US&R units to other locations. If requested and made available, foreign US&R teams will be integrated into the operation. Units will be reassigned to other jurisdictions as required. Upon completion of the US&R mission, the detachment will redeploy if not needed for follow-on missions.

c. DoD Support to Other ESFS. In accordance with the FRP, other Federal Agencies are designated as primary responders by specific ESF. The Department of Defense provides supplementary support to these responders. However, primary responsibility for providing relief in other than ESF 3 belongs to other Federal Agencies. Responsibilities of the primary agency include organizing the planning and response to an emergency, ensuring timely functional support, coordinating and managing assistance, meeting needs identified by State representatives, and tasking support agencies. In the disaster area, the primary agency should be contacted first for the provision of support. If unable to provide support, the primary agency should contact its supporting agencies for assistance. If the DCO does not have the requested resources, he or she will inform the requesting primary agency that the support is not available. The primary agency will search regionally and nationally for the resource or task another supporting agency. If the resource is unavailable, the primary agency will inform the FCO. The FCO may task another agency or pass the action to the National level. At the National level, if the support is still not available within the lead agency, the DOMS may be contacted for assistance.

5. Other Military Support to FEMA. There is a long history of military personnel being associated with FEMA and its predecessor agencies in the area of civil "defense and emergency preparedness. These military personnel have provided and continue to provide direct and indirect support to the Agency's emergency preparedness mission. Presently, military support to FEMA includes staff assistance to the Director of FEMA and the FEMA regions, support in mobilization activities and disasters, and support of State and local emergency management programs by active duty personnel and Reservists.

a. DoD Military Support Liaison Office. The DoD Military Support Liaison Office at FEMA Headquarters in Washington, DC provides a focal point for DoD liaison for all the Uniformed Services and levels of organization. Its mission is to ensure that FEMA officials understand DoD strategy as it impacts on FEMA programs. Conversely, the MSLO assures that DoD officials are aware of FEMA responsibilities and programs when the Department of Defense develops its plans and strategies. It ensures that the Department of Defense's responsibilities in terms of FEMA programs and the mutual support required between the Department of Defense and FEMA in pursuit of national security objectives are clearly defined. The Liaison Office also has the role of ensuring that DoD resources provided to FEMA are used to their maximum effectiveness.

b. Other Support. Various other programs previously covered support FEMA. These programs are: Individual Mobilization Augmentee (IMA) Program; Navy Liaison Officer Program (all covered in Chapter 5) and the Emergency Preparedness Liaison Officer (EPLO) Program (covered in Chapter 6).



# CONUS AND FEMA REGIONS

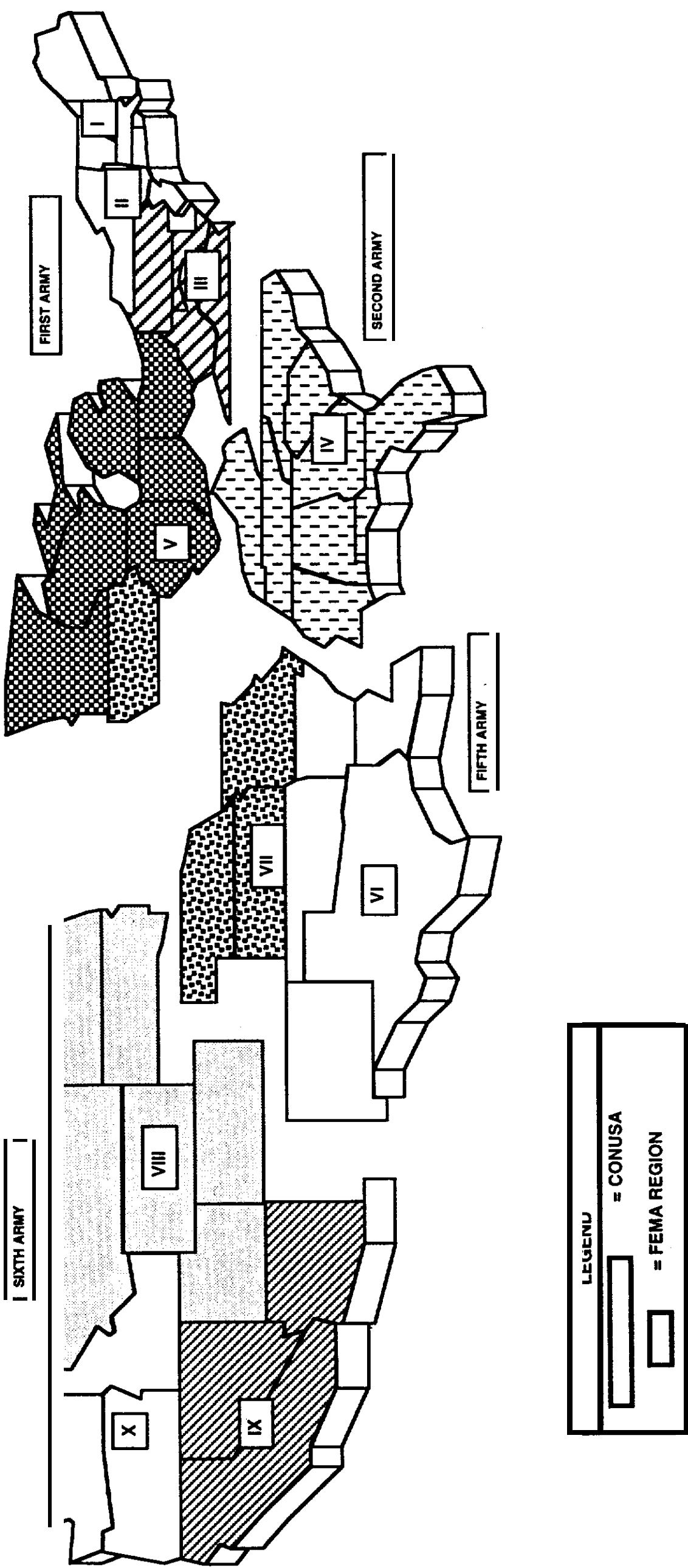


FIGURE 0-1

# EMERGENCY SUPPORT FUNCTIONS (ESF)

ESF	PRIMARY FED. AGENT
1. (TRANSPORTATION)	DOT
2. (COMMUNICATIONS)	NCS
3. (PUBLIC WORKS)	DOD
4. (FIREFIGHTING)	USDA
5. (INFO & PLANNING)	FEMA
6. (MASS CARE)	ARC
7. (RESOURCE SPT)	GSA
8. (HEALTH/MED SVCS)	DHHS
9. (URBAN SAR)	FEMA
10. (HAZARD MTLs)	EPA
11. (FOOD)	USDA
12. (ENERGY)	DOE

FIGURE 10-2  
10-10

# FEMA FEDERAL REGIONS

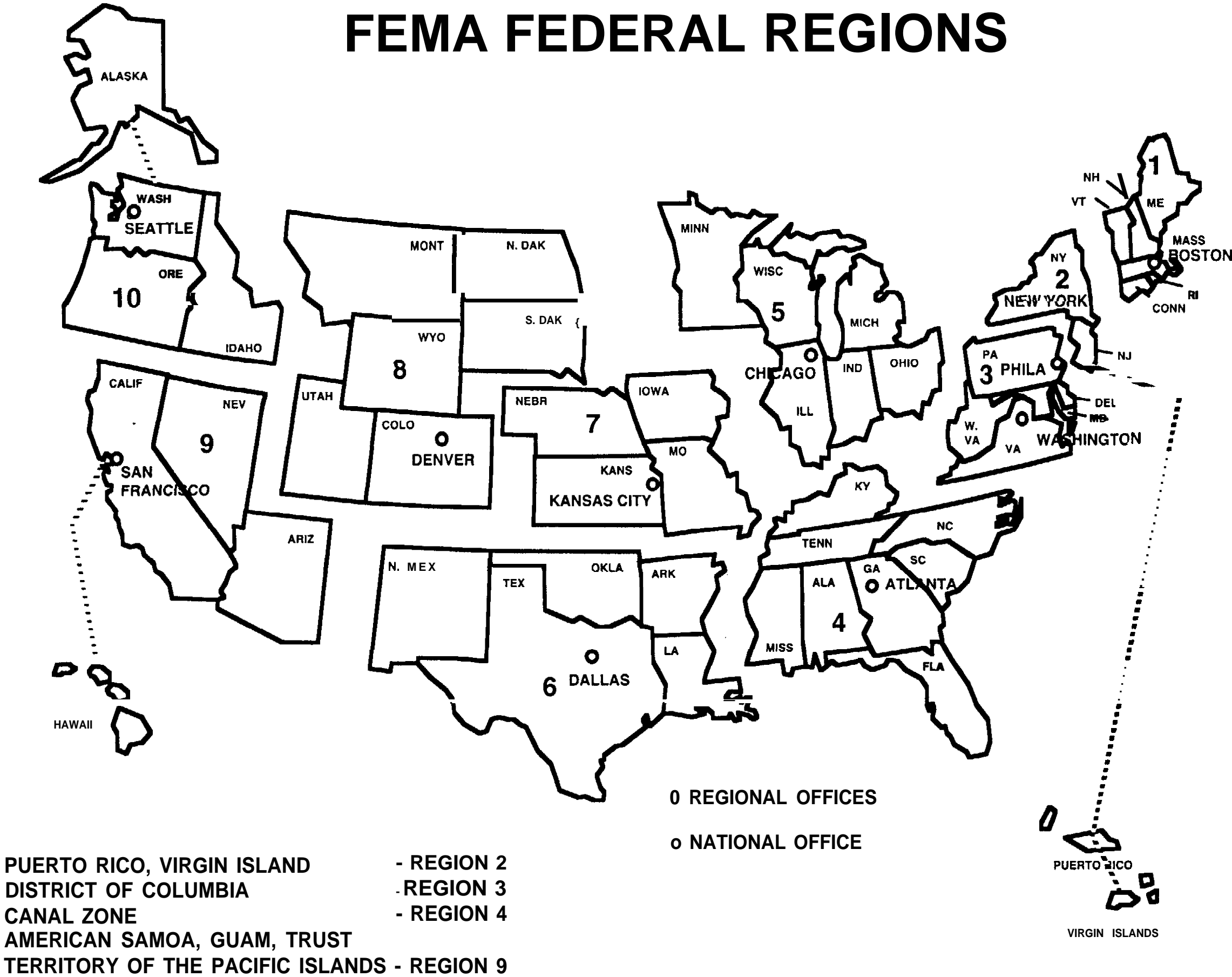


FIGURE 10.3

# USACE CIVIL WORKS

## DIVISION / DISTRICT BOUNDARIES



FIGURE 10-4